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ABSTRACT

The 1983 Federal fiscal year is a year of transition from the Comprehensive Employment and Training Act (CETA) to the Job Training Partnership Act of 1982 (JTPA). Unlike CETA, which included public service employment provisions, the entire thrust of JTPA is on training for unsubsidized employment. The purpose of the new law is to prepare youth and unskilled adults for entry into the labor force, and provide job training to economically disadvantaged individuals and others facing serious barriers to employment. The States and Private Industry Councils (PIC) are keystones in the implementation of JTPA. Governors will designate Service Delivery Areas, establish a State job training coordinating council, and approve local plans. The local plan must be developed and approved by the local government and the PIC, either of which may administer the program. The Department of Employment of the New York City Human Resources Administration is the primary municipal agency for employment and training and has been the local administrative agency under CETA. A wide variety of services currently exist in such categories as pre-employment programs, classroom and on-the-job training programs, and work experience programs. In the future, State legislation is expected to fill gaps in the JTPA, and increased participation of the private sector will be needed to shape employment for youth. (MDK)

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TRENDS FORECASTS

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SPECIAL ISSUE

Youth Employment And Training in a Year of Transition

THE OUTLOOK FOR NEW YORK CITY

FEBRUARY, 1983

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INTRODUCTION

The 1983 federal fiscal year is a year of transition from the Comprehensive Employment and Training Act (CETA) to the Job Training Partnership Act of 1982 (JTPA). It is also the year in which New York City has been called the youth unemployment capital of the nation. The unemployment rate for all of the City's young people is high, especially for non-whites.

The transition away from CETA began in 1981, with the elimination of Public Service Employment (a jobs creation program), and federal funding reductions in remaining training programs. The transition to JTPA is occurring now with a focus on training participants for jobs in the private sector. Program models and requirements have already moved in this direction although the mechanisms of JTPA will not be in place until October 1983 and the provisions of CETA are in effect until then.

The Federal legislation is addressed to individuals of all ages, of course, but in both CETA and JTPA youth are singled out as a specific target population for participation in training and employment efforts. In CETA, programs for youth were operated under particular titles, e.g., Title IIB Youth Employment Program and Title IV Youth Employment Training Program. Under JTPA, adult and youth programs are combined in "Title II Training Services for the Disadvantaged" but a minimum of 40 percent of the funds must be spent on training programs for youth aged 16 through 21.

For many of New York City's youth, training and employment programs can be a bridge to unsubsidized, permanent employment, where values are transmitted, work habits are developed, and skills are learned. There is a range of program models and program initiators -- government, private philanthropy and foundations, and business. The challenge is meeting the diversity of needs of youth, as there is no one type of program that will work for everyone.

This issue of *Trends and Forecasts* presents an overview of year-round employment and training programs for youth in New York City - those now in operation and about to be initiated. Indicators of need, existing services, issues and problems, and current and future directions are discussed, to add to the understanding of this field of service.

INDICATORS OF NEED [1/]

Over one million youth aged 16 - 24 lived in New York City in 1980, with more than 451,000 aged 16 - 19 and almost 604,000 aged 20 - 24. The decline in youth population over the last decade (nearly 7 percent), was less than the decrease in the population as a whole; youth 16 - 24 accounted for 15 percent of all City residents in 1980.

There were 147,000 16 - 19 year olds and 396,000 20 - 24 year olds in the labor force[2/] in New York City in 1981. More than two-thirds of the younger group and 84 percent of the older-age youth were employed; some were workers who also were attending school, and part-time workers. A total of 109,000 youth were unemployed, including 46,000 16 - 19 year olds and 63,000 20 - 24 year olds. To be counted as unemployed, the youth has to be available for and actively seeking work. (An uncounted number of youth who are neither working nor actively looking for work are not considered unemployed and are classified as "discouraged workers.")

Proportionately fewer of New York City's youth are in the labor force as compared to the nation's. In 1981, the labor force participation rate (the number in the labor force as a percent of the civilian non-institutional population) was 30.2 percent for 16 - 19 year olds in New York City, and 64.4 percent for 20 - 24 year olds. In comparison, the labor force participation rate for all 16 - 19 year olds in the U.S. was 55.4 percent, and 77.3 percent for 20 - 24 year olds.

The unemployment rate for all youth in New York City is substantially higher for 16 - 19 year olds than for 20 - 24 year olds, for all youth compared to all workers age 16 and over, and for the City's youth as compared with the nation's. In 1981, the unemployment rate among 16 - 19 year olds was 31.2 percent up from 22.7 percent in 1971. Among the older age youth 20 - 24, the unemployment rate was 15.9 percent in 1981. Among all workers 16 and older in New York City, the unemployment rate was 9 percent. Although youth aged 16 - 19 were 4.8 percent of the civilian labor force in New York City in 1981, they accounted for 16.9 percent of the unemployed. New York City's youth unemployment rates were higher than the 1981 national average which was 19.6 percent for 16 - 19 year olds, and 12.3 percent for 20 - 24 year olds.

Young males have a higher unemployment rate than females in both youth age groups. The rate for females aged 16 - 19 in 1981 was 28.7 percent, for

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1/ Sources: U.S. Bureau of the Census, Census of Population: 1970, Census of Population: 1980; U.S. Department of Labor, Bureau of Labor Statistics, Geographic Profile of Employment and Unemployment, 1971 and 1981, Labor Force Statistics Derived from the Current Population Survey: A Databook, Volume I, September 1982, and unpublished data.

2/ Persons counted as employed plus those classified as unemployed during the reference week specified for use by the Current Population Survey, conducted monthly by the U.S. Bureau of the Census under contract with the U.S. Department of Labor. All others are classified as "not in the labor force."

males: 33.9 percent. Among 20 - 24 year olds, the rate was 14.1 percent for females and 17.4 percent for males.

There are substantial differences among the subgroups when 1981 unemployment rates are examined for 16 - 19 year old males and females by race:

1981 unemployment rate for 16 - 19 year olds

Non-white males	56.6
Non-white females	48.9
White males	25.1
White females	20.3

The youth employment and training programs described below have evolved in response to these needs.

EXISTING SERVICES

The thrust of recent employment and training services is derived from the federal programs, first CETA and now the Job Training Partnership Act of 1982. In this transition year of 1983, programs funded under federal authority and administered by the New York City Department of Employment largely conform to models funded in previous years, with shifts in emphasis and a scaling back in scope. Although the federal leadership is the most prominent, it is not the only basis for employment and training programs for youth. Other initiatives, smaller in scale, exist, supported by business and philanthropic funds as well as by state agencies.

This section provides information on two systems of access to employment and training -- the State Job Service and the Job TAP Centers -- then describes the City Department of Employment (DOE) administered services as a whole, the Private Industry Council, and then presents examples of programs for youth by type: pre-employment, classroom and on-the-job training, work experience, other programs for youth in school, career development, and special demonstrations.

SYSTEMS OF ACCESS

The New York State Job Service of the State Department of Labor provides testing, counseling, and placement services to persons of legal work age. Youth may go to two Youth Opportunity Centers (one in Brooklyn, one in Manhattan) or to a regular Job Service Office (which serve persons of all ages). In addition, in cooperation with the New York City Board of Education, the Job Service has counselors and interviewers outstationed in 47 high schools, who provide assistance in securing part-time employment. There were more than 76,000 active applicants under age 22 throughout federal fiscal year (FFY) ending September 30, 1982, accounting for 19 percent of all applicants to the Job Service. More than 7,000 individuals under age 22 received counseling, nearly 2,600 were tested, and over 20,000 youth were placed in jobs.

Job Testing Assessment and Placement (TAP) Centers are administered by voluntary agencies under contracts with the New York City Department of Employment.

Job TAP Centers are an access point for referral to training, education or a job for New York City residents 16 years of age and older. They also offer work orientation, counseling, and testing services. Eighteen Centers are funded in FFY 1983 at $7.8 million; federal funds account for 90 percent and city tax levy for 10 percent. Beginning July 1, 1983, DOE expects to fund 12 Job Tap Centers with a projected 12-month enrollment of more than 33,000 persons, about one-third of whom would be aged 16 - 21. These Centers may be operated by community-based organizations, education agencies or institutions, or other non-profit or for-profit organizations. Referrals to CETA training programs are made through a "Central Order Board" and training contractors set aside a certain percentage of their training slots for TAP registrants. Referrals are made to non-CETA training programs and educational institutions as well.

NEW YORK CITY DEPARTMENT OF EMPLOYMENT

The Department of Employment (DOE) of the New York City Human Resources Administration is the primary municipal agency for employment and training services and has been the local administrative agency under CETA. The Department develops programs and contracts with voluntary and private agencies and organizations to provide occupational training and placement services for disadvantaged persons in New York City. Disadvantaged persons are defined, in most instances, as having income at no more than 70 percent of the U.S. Department of Labor's Lower Living Standard; for 1982/83, this means $10,990 per year for a family of four in New York City. Public assistance recipients are automatically eligible.

The Department's Consolidated Youth Employment Program (CYEP) serves youth aged 16 - 21, but the adult programs also serve youth, having 18 as their minimum age for participation. In federal fiscal year ended September 30, 1982, 48 percent (14,567) of all participants were youth aged 14 - 21[3/] (61 percent aged 16 - 19, 39 percent aged 20 - 21). DOE's plan for the current year (FFY 1983) is to serve 10,039 youth (63 percent aged 16 - 19, 37 percent aged 20 - 21), representing 39 percent of all participants. Despite the drop in the proportion youth will be of all DOE enrollees, youth are represented in DOE's programs to a greater extent than their presence in the City's population (almost 10 percent).

The Department has set the following population service goals for the Consolidated Youth Employment Program for the current year: 59 percent 16 - 19 year olds, 41 percent 20 - 21 year olds; 55 percent males, 45 percent females; 59 percent black non Hispanic, 30 percent Hispanic, 10 percent white non-Hispanic; 42 percent Brooklyn residents, 33 percent from the Bronx, 15 percent from Manhattan, Queens - 8 percent, Staten Island - 2 percent.

The focus of the current year's CYEP is on placing youth in private sector jobs through classroom training, on-the-job training (OJT), and, to a lesser extent

3/ In 1982, programs were allowed to serve youth aged 14 and 15; age 16 is the minimum age in 1983.

than before, work experience.[4/] Emphasis is on serving out-of-school youth; for those in school, it is planned that 75 percent of participants be graduating seniors not expected to go on to higher education and the remainder returning out-of-school youth, potential dropouts and other seniors.

For the 1983 federal fiscal year, 4,246 youth are expected to be participants in DOE's youth programs operated by 61 contractors, with funding of $13.6 million.[5/] This is a decrease from the previous year when more than 5,000 were enrolled in programs operated by 77 youth contractors, with total federal funding of $19.3 million. In addition to reduction in the number of contracts and participants, this year's contract budgets were reduced from a level of $250,000 to $200,000 per program, which includes allowances and wage subsidies for participants, as well as program operation and training costs. (A few programs, operated by a consortium of agencies, have a budget of $400,000).

PRIVATE INDUSTRY COUNCIL

Under Title VII of CETA (Private Sector Initiatives), federal funds through DOE go to the Private Industry Council (PIC) whose job is to train workers to meet the labor force demands of local business and industry. Formed in 1979 to supervise the training of CETA candidates for employment in the private sector, the New York City PIC acts as a broker between business and workers, designs training programs (youth and adult) in response to business needs, and uses Title VII and private funds for program operations and stipends. The PIC has 59 members, two-thirds are business or corporate representatives, one-third are civic, union, or community leaders. For FFY 1983, the PIC received $9.2 million in federal funds, approximately half is spent for programs serving youth. In addition, about $135,000 from private foundations is used to fund a number of partnership programs, with the involvement of business, schools, and community-based organizations, which aid the transition between school and work. Approximately 300 youth are expected to be served in the period from October 1982 - June 1983.

EXAMPLES OF EXISTING PROGRAMS

Examples of a variety of existing employment and training programs for youth are listed by type of service. Following the table, which provides a visual outline, are detailed descriptions.

4/ See p. 7, 8 for a definition of these terms.

5/ Some agencies have multiple contracts. In addition, there are 66 adult program contractors (some with more than one program), serving persons age 18 and older, with federal funding of approximately $40 million.

EXAMPLES OF EXISTING PROGRAMS[a]

Type of service and name of program	Sources of funding[b]	Ages of participants	Number served (per year)[c]
Pre employment			
. Jobs for Youth	Private	16 - 21	600 - 700 new, 100 - 200 returning
. COBY Service to Business	Fees from businesses	18 - 24	NA
Classroom and/or On-th -Job Training			
. Pius XII Youth & Family Services	CETA	16 - 21	72
. Northwest Bronx Community & Clergy Coalition	CETA	17 - 21	68
Work Experience			
. NYC Board of Education	CETA	16 - 21	250
. Coney Island Hospital	CETA	16 - 21	40
. Girls Club Youth Energy Program	U.S. Dept. of Energy & foundations	16 - 18	36
. PIC Vocational Exploration Program	CETA & private	16 - 21	90
. COBY Vocational Exploration Program	Private and CETA	17 - 21	125 - 170
Other Programs for Youth in School			
. FEGS Operation Success	NYS Education Department	16 - 21	1,720
. Education Employment Collaborative	NA	15 - 16	500
. Youth Employment Demonstration Project	NA	16 - 18	NA
. Martin Luther King High School	CETA & private	Ninth & tenth graders	65
Career Development			
. Vocational Foundation, Inc. Joint Urban Manpower Program	NYS Dept. of Transportation & CETA	18 - 21	12 (11 months)
. VFI - Pattern Grading Training	CETA	16 - 21	14 (6 months)
. COBY Brooklyn Utilities Training Program	NA	18 - 21	25 (11 weeks)
Special Demonstration			
. Henry St. Settlement ON TARGET	U.S. Dept. of Labor and Dept. of Justice Office of Juvenile Justice and Delinquency Prevention	17 - 21	75

a/ See program descriptions for details.
b/ Does not include source of contributed or loaned staff or other resources.
c/ Not including summer-only programs.

Pre-Employment Programs

Jobs for Youth (JFY) is a non-profit youth employment agency for young people aged 16 - 21 who are out of school, out of work, and economically disadvantaged. JFY's year-round citywide program involves vocational counseling, work-related educational services, job development, placement and follow-up. Between 600 - 700 new youth are served each year plus 100 - 200 youth who return for another placement. Seventy percent are high school dropouts, 90 percent are minorities. Annual funding for this year-round program of Jobs for Youth is about $550,000, all from private philanthropic sources.

There are three program components to the JFY year-round program: 1) vocational counseling - one-half day orientation, individual counseling (average 4 - 6 sessions) to get youth job ready and placed as soon as possible, and follow-up counseling once a youth is placed; 2) education - competency-based learning within the context of work, in which the goals are individualized; 3) job development and placement - youth are placed in unsubsidized private sector jobs developed by JFY's job developers. Most employers are small to medium-sized, and most positions are minimum wage entry level - stock, clerical, messenger, etc.

Career Opportunities for Brooklyn Youth (COBY) Service to Business utilizes the Targeted Jobs Tax Credit (TJTC) program, a federal program designed to encourage businesses to hire disadvantaged persons.[6/] The pilot project is a link between eligible applicants and businesses. The service recruits and screens TJTC applicants from Brooklyn who match entry level job requirements of participating employers throughout the City. Businesses who hire a worker through this service pay COBY a fee ($525) for each position filled.

Classroom And On-The-Job Training Programs[7/]

Approximately 50 of DOE's 61 CYEP contracts are for classroom training, i.e., "occupational skills training conducted in a classroom setting; instruction also includes basic skills upgrading such as English as a Second Language and preparation for the General Equivalency Diploma (GED)," and on-the-job training, i.e., "training conducted with private employers on a 'hire first, train later' basis to enable individuals to acquire comprehensive knowledge of a skill and to qualify for an occupation through demonstration and practice,"[8/] Program requirements and performance criteria are established by DOE but programs have

6/ Businesses which hire hard-to-employ low income populations (youth aged 18 - 24, Vietnam-era veterans, handicapped persons enrolled in or having completed vocational rehabilitation, SSI or public assistance recipients, ex-felons) can claim a tax credit of 50 percent on the first $6,000 of an employee's first year's wages and a 25 percent tax credit on the first $6,000 earned by the employee in year two.

7/ See p. 4 for an overview of DOE's youth programs and service statistics.

8/ City of New York, Department of Employment, 1981 Annual Report.

various designs and specific criteria are based on program design.[9] Youth in classroom training are paid a maximum basic allowance of $30 per week (generally for 30 hours per week). In OJT programs, DOE pays 50 percent of the wages with the employer paying the other half; wages average $4 per hour. Annual funding per contract amounts to no more than $200,000.

Two examples of classroom training and OJT programs are:

> *Pius XII Youth and Family Services* offers classroom training in clerical skills and auto mechanics. Thirty-six Bronx youth are enrolled in this program and attend 5 days per week for 24 weeks. There are two training cycles per year. Employability and education plans are developed for each youth; GED preparation is offered for youth without diplomas. Youth aged 16 - 21 are eligible but most are 19 - 20 years old. The entrance criteria is reading and math at the seventh grade level.
>
> *Northwest Bronx Community and Clergy Coalition* has a contract for both classroom training and on-the-job training for youth aged 17 - 21 in the Bronx. Classroom training consists of bank teller skills development and acquisition of a GED. Youth in the on-the-job training component are placed in private sector entry level positions. There are two training cycles per year of 6 months each, each cycle has 34 enrollees. A 7.5 grade reading and math level is required for participation.

Work Experience Programs

Work experience is defined under CETA as subsidized employment for in and out-of-school youth "designed to help youth overcome lack of educational and vocational skills, inadequate preparation for labor force participation and inability to find or apply for employment."[10] DOE has CYEP work experience contracts with four school systems (Board of Education, Archdiocese of New York, Diocese of Brooklyn, National Society of Hebrew Day Schools). The programs are primarily for in-school youth but some also have GED preparatory educational components for out-of-school youth. Youth receive the minimum wage ($3.35/hour) for work experience. Annual funding per contract is no more than $200,000, except for the NYC Board of Education program (described below) which receives $500,000.

> *New York City's Board of Education* program has 250 high school juniors and seniors aged 16 - 21 placed in part-time employment. Employability plans are developed for each youth, with a goal of job placement for most of the seniors.

9/ Programs are required to place a certain percentage of enrollees in unsubsidized employment at the end of training; each program has a job development and placement component.

10/ City of New York, Department of Employment, 1981 Annual Report.

There are also six agencies which operate work experience programs under contract with DOE. An example is:

> *Coney Island Hospital's* work experience/GED preparation program for youth out-of-school. Youth work a half day in the hospital and work toward a GED the other half day. After achieving a GED, the youth are placed in jobs either within the hospital or elsewhere. Forty youth participate, in two daily shifts, for a little less than one year. They are paid minimum wage for the work experience portion of the day and a classroom training allowance for attendance at GED preparation.

An example of another type of work experience program:

The Girls Club Youth Energy Program offers work experience in weatherization (storm or replacement windows) of low income buildings. Thirty-six youth aged 16 - 18, who are income eligbile, work a half day and attend school or GED preparatory classes for the remainder. Once a week, they participate in benchmarking sessions - assessing the development of their work site skills, habits and attitudes, and their academic progress. The youth are paid a minimum wage and must meet production quotas. Length of participation is generally for a year with the goal of obtaining a GED and a job. Funding comes from the U.S. Department of Energy and foundations. Training cost is estimated at $2,000 - $2,500 per trainee.

Vocational Exploration Programs also provide youth with work experience.

> *The Private Industry Council's*[11/] *Vocational Exploration Program* (VEP) is an example of a work experience and job readiness program. PIC's program lasts 13 weeks, during the first 8 weeks, youth are assigned to jobs in the private sector and attend job readiness and counseling sessions at PIC. If youth are not hired by their employers, the next five weeks are spent in job search or fulfillment of other outcomes: enrollment in skills training, apprenticeships, armed services, further formal education. Currently, VEP has 90 CETA-eligible youth placed with 25 employers. Youth are paid an allowance of $30 per week, however, some businesses match this amount while others provide free lunch. The program is supported by CETA Title VII (Private Sector Initiatives), funded through the City Department of Employment.
>
> *COBY's Vocational Exploration Program* places Brooklyn youth aged 17 - 21 in Brooklyn businesses for eight weeks, in a Spring and Fall cycle. Youth must be job-ready but need a "bridge" to employment. Short-term counseling is provided and group counseling in the form of a job search club is offered to youth who have been through the COBY program. Annual participation is between 125 and 170 youth. COBY's 1983 level is $165,000 which comes from a combination of fees for services, business contributions and PIC CETA funds.

11/ See p. 5 for a description of the Private Industry Council.

Other Programs For Youth In School

Operation Success, operated by Federation Employment and Guidance Service (FEGS) in partnership with three public high schools (in cooperation with the New York City Board of Education and United Federation of Teachers) attempts to link the school experience with the world of work. The program provides a continuum of services: skills training, career exploration and assessment, diagnostic and vocational evaluation, educational internship, part-time employment, and education. Youth through age 21 who are at risk of dropping out of high school, who have dropped out, or have excessive absences, are eligible. Academic attendance (in regular classes, GED preparatory or truancy programs) is required. Depending on the particular program, the youth may be at school part of the time, at FEGS facilities and at internships in the community. They may participate in skills training in jewelry manufacturing, appliance repair, business, etc., together with individuals of all ages. Some allowances are provided for attendance in skills training and educational internships (work experience). Operation Success is projected to serve more than 1,720 youth from September 1982 - June 1983 at three high schools (Erasmus Hall in Brooklyn, Seward Park in Manhattan, and Christopher Columbus in the Bronx). Funding of about $1 million comes from the New York State Education Department.

Education Employment Collaborative is a program for about 500 15 - 16 year olds who have been held back from promotion twice in the seventh grade ("double holdovers") which will reinforce classroom training and prepare youth for employability. A collaborative effort between the State Division for Youth, City Youth Board, City Department of Employment, Board of Education, New York City Partnership, and community-based organizations, the program consists of small classes, occupational and vocational classroom training, and work experience (with allowance) in subsidized and unsubsidized jobs. The 18 month program has three phases: 1) beginning Spring 1983 - employability skills training and two hours per day of work experience, 2) summer work experience, 3) Fall 1983 - placement in high school occupational employment and training, and work experience.

The Youth Employment Demonstration Project, a collaborative effort between the New York City Board of Education and United Federation of Teachers, is a program of part-time employment for 16 - 18 year olds in school or returning to school (or dropout centers) with development of employability skills and placement in unsubsidized jobs. The program is designed to enhance the connection between school and work. Four high schools in three geographic areas (upper Manhattan and the Bronx, Long Island City, northern Brooklyn) will participate, beginning in February, 1983.

Martin Luther King High School has a program which links school curriculum and work. The program for tenth and eleventh graders, some of whom are CETA income eligible, offers work experience, job readiness and academic instruction. Sixty-five youth are in the program this year. Personnel are provided by the Board of Education and Citibank. PIC coordinates the program (with funds from Rockefeller Brothers Fund, New York Community Trust, and the Corporate Special Projects Fund), provides equipment, and gives stipends for youth who are CETA income eligible. The annual budget is about $207,000, not including stipends.

Career Development

The Joint Urban Manpower Program in cooperation with *Vocational Foundation, Inc. (VFI)*, offers training in junior drafting and architectural engineering. Youth aged 18 - 21 participate in an 11-month program of classroom and on-the-job training: 5 months at VFI for a half day of classroom training, and a half day OJT at an engineering firm. The next six months are spent in full-time on-the-job training. Youth are paid a minimum of $4.50 per hour for the full 11 months. Twenty-three youth were trained in 1981/82; program cost was $95,000 (not including wages for youth). Twelve are being trained in 1983. Funds come from the New York State Department of Transportation and through PIC.

Vocational Foundation, Inc. also administers *training in pattern grading* for the garment industry. The six month program is divided into a half day classroom training at Fashion Institute of Technology and a half day OJT with a manufacturer. Wages are set at $4.50 per hour full-time. Most youth are 18 - 21. The program began in January 1982 with 13 youth of whom 11 graduated in June. A second group of 14 youth began in October 1982. PIC funding of about $34,000 is provided for program costs (not including salary reimbursements paid to employers).

The COBY Brooklyn Training Program offers training in various jobs at Brooklyn Union Gas and as customer field representatives at Consolidated Edison, for 18 - 21 year old economically qualified Brooklyn youth. Training is provided by COBY and the utilities. At the end of the 11 week training (from January - April 1983) 10 to 15 positions respectively, will be available at each utility. Income eligibility is no more than 70 percent of the BLS Lower Living Standard; reading level should be at eighth or ninth grade. If this demonstration is successful, it will be repeated at the end of 1983.

Special Demonstration

The Henry Street Settlement Employment Service ON TARGET (Tools for Achieving Realistic Goals through Employment Training) Program is directed at high risk youth aged 17 - 21 who are unlikely to be able to keep or find a job in any other way. Low income, single parenthood, high school dropout, recent arrival (1 - 5 years) to the U.S., and court involvement are characteristics which place a youth in the high risk category. Geographic eligibility covers Manhattan's lower east side, the South Bronx, and parts of Brooklyn (Brownsville, Crown Heights, East New York).

ON TARGET has three levels. The first, lasting 1 - 2 months, including testing, vocational training in sewing and carpentry as well as basic skills upgrading using a computer, job readiness and supportive services, and outreach to youth who are absent from the program. Youth attend for four full days per week. Level two consists of about one month of on-the-job training in subsidized or unsubsidized jobs of any type. Level three is placement in permanent employment.

Youth in this program, which is designed for 75 youth, are paid only for transportation, although funds are available for emergency situations on an individual basis. It is funded for one year at $200,000 as a demonstration by the U.S. Department of Labor and U.S. Department of Justice Office of Juvenile Justice and Delinquency Prevention.

ISSUES AND PROBLEMS

The basic dilemma in the design of employment and training programs for youth is the development of programs which meet the needs of the youth and of the employer so that youth will have the experience and skills necessary to obtain employment and the employers will have a skilled and productive work force. The question is how best to achieve this for an economically disadvantaged youth population, with little or no previous work experience and little opportunity to develop good work habits, at a time of economic recession -- when job finding is difficult for the skilled and experienced worker. During the 1983 fiscal year and under the new federal legislation, the focus of the CETA/JTPA-funded programs has shifted more toward the higher functioning youth who are most likely to complete training and toward meeting the labor needs of employers, with the goal of placing youth in unsubsidized employment. This is evidenced by shorter training cycles - 6 months instead of a year or more, on-the-job training programs which usually are built around vacant jobs, more classroom training programs which often require youth to have higher reading levels and where the curriculum must respond to labor force needs, and, at the same time, less work experience opportunities which often is a first job.

Questions remain as to whether youth will be able to move from these short-term training experiences to permanent jobs. Already, program operators report the phenomenon of youth going from one program to another. Programs for youth who have not yet developed good work attitudes and behavior, who read below the seventh and eighth grade reading levels required by many programs, and who need a longer time in which to identify with new role models are being left out of most of the CETA-funded programs as they now exist and may be limited under JTPA. For this group of youth, an investment in more comprehensive and intensive programs that teach the value of work and of individuals as workers, and which develop employability skills, is crucial. This is not the role of the employment and training agencies alone, however. The education system also must take major responsibility for this and continue to tackle the high school dropout problem. Employers and labor unions also should be involved, through participation on education advisory councils, loaned staff and resources. Short-term employment training aimed at transmitting specific skills is needed, of course, but should not be provided in place of work experience, job readiness and employability skills.

The payment level of allowances or wages to youth in training programs is a controversial issue. In the past, youth received an allowance of $2.00/hour for classroom training; this year $1 per hour is generally the allowance (stipend). Also, many more programs provided work experience which paid $3.35/hour, an amount equal to the minimum wage for regular employment. This year only a few of these work experience programs exist. Under JTPA, training allowances may be paid to participants; funds are limited. While there is concern that youth must learn to consider training as an investment, many have family responsibilities and at $1 per hour cannot afford to participate. Also, because the amount of remuneration is low, current programs have less leverage for penalties or awarding incentives, where warranted. While there is some feeling among employment and training experts that previous programs may have paid too much, youth should not be exploited if they are doing a job, even in a work experience situation. There is opposition to paying youth stipends

(less than minimum wage) for work experience on these grounds, as well.

There is need for organized resource and information sharing among the various CETA/JTPA as well as programs funded by other public and private sources - goals, program descriptions, eligibility criteria, participation or training cycles. Matching the person with the program is even more important than before, given reduced funding and the performance requirements placed on programs by funding agencies. Generally, youth are referred to programs by community agencies (many of whom may not know all available resources). Finding the most appropriate program should not be a "hit or miss" operation and should be accomplished rapidly to avoid youths' discouragement in seeking training and employment so they do not drop out of the labor force altogether.

CURRENT AND FUTURE DIRECTIONS

The major shift in employment and training programs for youth stems from the expiration of the federal Comprehensive Employment and Training Act (CETA) and the initiation of the Job Training Partnership Act (JTPA), which will be operative October 1, 1983. The current year is considered to be a transitional one. The purpose of the JTPA is to prepare youth and unskilled adults for entry into the labor force, and provide job training to economically disadvantaged individuals and other facing serious barriers to employment. The legislation establishes a partnership between private industry and local government. It is not a "jobs bill" as was CETA, which included public service employment.

Ninety percent of the JTPA participants must be economically disadvantaged, defined as receiving public assistance or food stamps, with family income below 70 percent of the BLS Lower Living Standard, or handicapped and having personal income below that level. At least 40 percent of the local training funds must be spent on youth under age 22. The minimum age for most programs is 16 years, although 14 and 15 year olds may participate in pre-employment skills training.

The states and Private Industry Councils are key actors in the JTPA legislation. Governors will designate Service Delivery Areas within their states, establish a state job training coordinating council made up of representatives of the private sector, state legislature and agencies, local government, labor, community-based organizations, etc., and must approve local training plans. The local plan must be developed and approved by the local government and the PIC, and upon local agreement either may administer the program. Membership requirements for the PIC are 51 percent business representatives and 49 percent representatives from rehabilitation agencies, community-based organizations, labor, educational agencies, and the state employment service.

The thrust of the new law is on training for unsubsidized employment. Seventy percent of the federal JTPA funds are for training, 15 percent for administrative costs, and 15 percent for supportive services including allowances (which are not mandatory) for transportation, day care, meals, etc. Allowable activities include skills training, on-the-job training, pre-apprenticeship programs, advanced career training, on-site industry specific training, job search assistance, work experience, and remedial education. Among the exemplary programs for youth may be "entry employment experience" (tryout

employment) and school to work transition assistance (job clubs, occupational information, other job search assistance). Although many of these are types of training allowed under CETA as well, the development of actual programs will be defined also by cost limitations imposed by the legislation. For example, youth in work experience are to be paid minimum wage, but it is currently assumed that funds for wages would come half from the supportive services allocation and half from the training allocation. Specific programs in New York City await the release of federal regulations and the development of a local plan: program planning is just now beginning.

At the state level, legislation is expected to be introduced which would fill some of the gaps in the JTPA. The State Human Investment Program, developed by Assemblyman Angelo Del Toro, chair of the Assembly Social Services Committee,with community and advocacy organizations, has provisions for a youth internship program in the public, non-profit or private sector for 16 - 21 year-olds. Also included is a community jobs program in the public and private non-profit sectors. No dollar amount of State funds has been proposed as yet.

Several local developments will impact youth employment and training programs. For one, the New York City Partnership, an organization composed mostly of corporate chief executive officers or presidents is undertaking a year-round effort to develop entry level jobs in private business and industry for economically disadvantaged youth aged 18 - 21. The Partnership's Youth Employment Task Force has a goal of 1,000 year-round jobs. PIC's Youth Serving Council, an advisory group of major youth serving organizations and coalitions of smaller voluntary organizations, will have a role in deciding which community-based organizations will be involved in recruiting and referring youth and in working out issues of equity, dependability, and an efficient system of matching youth to jobs.

Community Council of Greater New York will be shifting its role in youth employment from direct service to a job creation and training effort which will promote the availability of jobs and training opportunities for low and moderate income persons in New York City, with special emphasis on the needs of the long-term unemployed and youth. Activities would include advocacy, policy analysis, technical assistance to programs, and information sharing.

Analysis of this program area points to the increased participation of the private sector in determining the shape of employment and training for youth; federal legislative emphasis on youth who, with brief training, are able to move into unsubsidized jobs; and a greater emphasis on programs which strengthen the link between education and work.

RELATED COUNCIL PUBLICATIONS

Trends and Forecasts:	Education Alternatives for New York City's Youth, November 1980
Research Utilization Update:	Reducing Youth Unemployment: Recent Research on School-Work Linkages, January 1981
	Impact of Youth Employment Programs in School and Work Behavior: New Knowledge from Recent Research, April 1981.
	Unemployed Youths and the Private Sector: Research on Businesses as Work Sponsors, September 1982.
Research Utilization Workshop Proceedings:	The Path to Employment: Implications of Recent Research on Placing Disadvantaged Youth in Private Sector Jobs, forthcoming.

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